

**PROGRESS REPORT ON THE HOPI TRIBE'S INVOLVEMENT IN THE
TRANSITION TOWARD IMPLEMENTATION OF THE PREFERRED
ALTERNATIVE OF THE GLEN CANYON DAM
ENVIRONMENTAL IMPACT STATEMENT**

GLEN CANYON ENVIRONMENTAL
STUDIES OFFICE

Prepared and Submitted by

JUN 10 1996

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Reviewed and Approved by

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Submitted to

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Introduction

In 1991 the Bureau of Reclamation and the Hopi Tribe entered into a Cooperative Agreement No. 1-FC-40-10560, entitled Cooperative Agreement for Hopi Tribe Coordination with the Glen Canyon Environmental Studies and the Glen Canyon Environmental Impact Statement, as a means to allow for Hopi Tribe involvement in the technical programs. This involvement focused on the technical areas of archaeological resource studies, cultural resource coordination, ethnography, hydrology, and GCD-EIS coordination. The Hopi Tribe participated as a full cooperating member of the Cooperating Committee directing the overall GCD-EIS program.

In 1992, the Bureau of Reclamation initiated the Section 106 process of the National Historic Preservation Act of 1966, as amended. This process identifies that any change in the operations of the Glen Canyon Dam is considered a federal undertaking and as such requires the identification, evaluation, and consideration of all historic properties within the area of potential effect of that undertaking. This process also mandates consultation with concerned Native American Tribes for the identification, evaluation, and treatment of historic properties of significance to these Native American Tribes. The Hopi Tribe participated in this process to identify, evaluate, monitor, and be an equal participant in the long term management of all historic properties, sacred areas, and areas of traditional Hopi cultural use that are within the Glen Canyon Dam's area of potential effect. The Hopi Tribe is a Consulting Signatory to the Programmatic Agreement for the Glen Canyon Dam which specifically delineates the responsibilities of the Bureau of Reclamation.

The Hopi Tribe's concerns include not only cultural resource aspects, but also the impacts of operations of Glen Canyon Dam on the biological and physical processes and resources, including the endangered fish in the mainstem Colorado River and in the Little Colorado River (LCR).

In March of 1995 the Final Environmental Impact Statement for the Operation of the Glen Canyon Dam was issued by the Bureau of Reclamation. On the following September 30, 1995 the Cooperative Agreement No. 1-FC-40-10560 between the Hopi Tribe and the Bureau of Reclamation was successfully concluded. The period beginning October 1, 1995 and ending with the Secretary of the Interior signing the Record of Decision for the Glen Canyon Dam Final Environmental Impact Statement is considered a transition period in which efforts will be activated toward implementing the preferred alternative. During this period, the Bureau of Reclamation has entered into a Cooperative Agreement with the Cultural Preservation Office of the Hopi Tribe for the collection and analysis of cultural resources along the Colorado River, Glen and Grand Canyons below Glen Canyon Dam, Arizona. This Cooperative Agreement No. 1425-96-FC-81-05007 and entitled Glen Canyon Dam Transition Monitoring Program is to be a part of the Transition Monitoring and Long-term Monitoring studies that are being conducted to determine future options for operations of the Glen Canyon Dam.

This Cooperative Agreement identifies a cultural resource monitoring program that will collect information for the Glen Canyon Dam Programmatic Agreement and the Glen Canyon Dam Transition Monitoring program being conducted to determine future cultural resource impacts related to the operations of the dam. The Hopi Tribe will benefit from the augmentation of its information data base on the cultural resource knowledge of the Colorado River and provide an avenue for dispersion of scientific information to the tribal population and the elders.

Two major areas of monitoring and coordination are proposed under this agreement: 1) Cultural Resource Monitoring and 2) Transition Monitoring and Adaptive Management Coordination. The primary objective of these work areas is to ensure that a consistent and appropriate level of monitoring of the cultural resources occurs during the Transition Monitoring period and that the Hopi Tribe is provided the resources to adequately participate in the Transition Monitoring and Adaptive Management programs.

The Hopi Tribe's scope of work encompasses the implementation of activities related to the transition period until the finalization and implementation of the Final Glen Canyon Dam Environmental Impact Statement Record of Decision. The scope of work includes the monitoring of sacred places and places and resources of traditional cultural importance to the Hopi people within the Glen and Grand Canyons, and guidance and development of specific technical and cultural resource recommendations. The primary focus of the Hopi Tribe's involvement is concentrated on providing a traditional Hopi perspective and related concerns within all aspects of the transition period in order to develop the appropriate monitoring, management, and research needs that are sensitive to a Hopi cultural perspective.

According to the objectives outlined in the cooperative agreement, this progress report addresses the advancement and action that has been accomplished by the Cultural Preservation Office for the period beginning October 1, 1995 and ending March 31, 1996, encompassing the first and second quarters of the 1996 fiscal year, towards fulfillment of those objectives. This report fulfills the January and April, 1996 deliverable requirements of the cooperative agreement between the Bureau of Reclamation and the Hopi Tribe. Please note, that this cooperative agreement was not signed and finalized by the Bureau of Reclamation until 15 April 1996. As a result of this lengthy period of Cooperative Agreement finalization, the scheduled quarterly progress reports, as identified in the reporting section of the Cooperative Agreement, were not submitted and are therefore contained within this report.

Progress Completed Towards Fulfillment of Objectives

The first objective is to represent the Hopi Tribe in all Transition Work Group meetings and associated technical work subgroup meetings during the transition period and the concurrent development of the Long-term Monitoring and Adaptive Management

Programs and the development and implementation of the Research Center. Efforts to accomplish this objective by the Cultural Preservation Office, during this reporting period, consisted of representing the Hopi Tribe at two Transition Work Group meetings, three Management Objectives Subgroup meetings, and five Habitat/Beach Building Experimental Flow planning meetings.

Transition Work Group Meetings

On 30 November 1995, Mr. Kurt Dongoske, Hopi Tribal Archaeologist, represented the Hopi Tribe at a Transition Work Group Meeting which was held at the La Quinta Inn, Phoenix, Arizona. Mr. Rick Gold, Bureau of Reclamation, chaired the meeting. During this meeting the Transition Work Group discussed the status of GAO Audit of the EIS process, the scheduled completion of the NEPA process and the signing of the ROD, the planned Habitat/Beach Building Experimental Flow, and various reports from the technical subgroup (i.e., transition monitoring, management objectives, and the Grand Canyon Monitoring and Research Center). Additionally, the planned Razorback Sucker Workshop, as called for by the Fish and Wildlife Service's Biological Opinion, was announced to be held on January 11 and 12, 1996.

Mr. Dongoske also represented the Hopi Tribe at a Transition Work Group Meeting held on 13 February 1996 at the La Quinta Inn, Phoenix, Arizona. This meeting was chaired by Bruce Moore and the Transition Work Group discussed completion of the NEPA process, the Habitat/Beach Building Experimental Flow, transition monitoring, management objectives, and the Grand Canyon Monitoring and Research Center. During the presentation on the Grand Canyon Monitoring and Research Center, Dr. D. Garrett, Chief of the Center, asked for a subgroup to be formed to assist in planning the charter and protocols for the Research Center. Mr. Dongoske signed up to be a part of this new subgroup.

Management Objectives Subgroup Meetings

Mr. Dongoske, representing the Hopi Tribe and the other participating tribal groups, is a member of the Management Objectives subgroup which was established by the Transition Work Group to formulate the resource management objectives for those portions of the Glen Canyon National Recreation Area and the Grand Canyon National Park downstream from the Glen Canyon Dam. Mr. Bruce Moore is the chair of this subgroup. On 29 November 1995, Mr. Kurt Dongoske and Mr. Michael Yeatts attended a Management Objectives Subgroup meeting held at the La Quinta Inn, Phoenix, Arizona. During this meeting the group discussed the role of the subgroup and the intended purpose of the management objectives and how they would articulate with the large adaptive management program.

On 26 January 1996, Mr Dongoske attended a meeting of the Management Objectives Subgroup held at the McCarren Airport, Las Vegas, Nevada. During this meeting the group discussed the various resource issues and management objectives supplied by the various agencies participating in the subgroup. Individuals were assigned the task of developing their

respective draft resource objectives. Mr. Dongoske was assigned the task of developing the management objectives for the cultural resources. After this meeting, Mr. Dongoske drafted the cultural resources management objectives and consulted with all the participating signatories to the Programmatic Agreement to revise the management objectives until they were acceptable to all the signatories.

On 12 February 1996, Mr. Dongoske met with the Management Objectives Subgroup at the La Quinta Inn, Phoenix, Arizona. During this meeting the subgroup reviewed the management objectives for the various resources that the group had developed and reached a reasonable point of consensus. The group agreed to present these draft management objectives to the Transition Work Group after Mr. Moore did some final revisions, principally to the statement of purpose.

Habitat/Beach Building Experimental Flow Meetings

Additional efforts to accomplish the first objective were coordinated by Mr. Dongoske and Mr. Yeatts during the planning and implementation of the Habitat/Beach Building Experimental Flow. On 08 - 09 November 1995, Mr. Dongoske and Mr. Yeatts attended at Glen Canyon Dam Habitat/Beach Building Experimental Flow Planning meeting held at the USGS, Flagstaff, Arizona. During the course of this meeting it became clear that the cultural resource component of the Grand Canyon ecosystem was not adequately served during the planning efforts. The biological and physical resource scientists had all been asked to submit monitoring and research proposals for the experimental flow; however, not one of the signatories to the Programmatic Agreement were informed of this preliminary call for proposals. The consistent failure to adequately integrate the cultural resources within the entire Glen Canyon Environmental Studies and the current transition period has been an ongoing problem that Hopi Tribe has disapproved of for the last 4 years. The Hopi Tribe will continue to strive for the full integration of cultural resources into the adaptive management program and the development of the Research Center.

On 28 November 1995, Mr. Yeatts attended a Habitat/Beach Building Experimental Flow planning meeting held at the Phoenix airport. This meeting was primarily focused on the coordination and logistics meeting for implementing the proposed research associated with the Habitat/Beach Building Experimental Flow.

Mike Yeatts attended another Habitat/Beach Building Experimental Flow meeting on 04-05 January 1996 at the Glen Canyon Environmental Studies offices in Flagstaff. The purpose of this meeting was the continued integration and coordination of the logistics for conducting the scientific studies associated with the experimental flow.

On 19 January 1996 (11:00 AM - 5:00 PM), Mr. Dongoske and Mr. Yeatts attended a Habitat/Beach Building Experimental Flow logistics and coordination meeting at the La Quinta Inn in Phoenix, Arizona.

The second objective is to provide transition monitoring and management consultation to the Bureau of Reclamation concerning archaeological, sacred, and places and resource of traditional importance within the context of a Hopi cultural perspective. Assistance and consultation will be provided to the Bureau of Reclamation as part of their National Historic Preservation Act, Section 106 responsibilities pursuant to the Glen Canyon Dam Operations Programmatic Agreement. Principally this objective has been accomplished through the Hopi Tribe's participation in the meetings of the signatories to the Programmatic Agreement and through the review and comment on the National Park Service's cultural resource monitoring reports and annual report. The principal Hopi representatives to the Programmatic Agreement meetings are Mr. Dongoske and Mr. Michael Yeatts, Hopi/GCES Archaeologist.

Mr. Yeatts and Mr. Dongoske attended a meeting, on 29 November 1995, of the signatories to the Glen Canyon Dam Programmatic Agreement at the La Quinta Inn, Phoenix, Arizona. Dr. Signa Larralde chaired the meeting. During this meeting, Dave Wegner introduced Dr. Garrett, newly appointed Chief of the Research Center. Dr. Garrett address the members of the meeting. Additionally, Wegner discussed the proposed Habitat/Beach Building Experimental Flow and the members of the Programmatic were asked to submit technical proposals for related research and monitoring of the proposed Habitat/Beach Building Experimental Flow. The National Park Service was asked to provide a list of all archaeological sites that will potentially receive adverse impacts as a result of the flow and develop the necessary mitigative action.

On 06 December 1995, Michael Yeatts attended a meeting of the signatories to the Programmatic Agreement held at Bilby Hall, Northern Arizona University, Flagstaff, Arizona. This meeting was designed to discuss and coordinate all of the cultural resources proposals, submitted by the participating signatories to the Programmatic Agreement, for the proposed Habitat/Beach Building Experimental Flow. Mike Yeatts was selected to integrate the preliminary drafts of all the cultural resources technical proposals into one cultural resource research and monitoring proposal packet.

On 19 January 1996 (7:45 AM- 10:30 AM), Mr. Dongoske and Mr. Yeatts attended a meeting of the signatories to the Programmatic Agreement at the La Quinta Inn, Phoenix. The purpose of this meeting was to discuss the cultural resources component of the Habitat/Beach Building Experimental Flow. During this meeting the participants reviewed the submitted cultural resource technical proposals addressing the issues of research and mitigation. It was identified that there continued to exist a need to further develop these proposals into a more coherent and integrated proposal packet. It was also necessary to define the areas of the archaeological sites that will be impacted by the floods and test features using test units and auger tests. It was also decided to utilize the GCES surveyors and Mike Yeatts for mapping the Park Service's sites slated for data recovery. Draft reports of all research and monitoring work performed that is associated with the proposed Habitat/Beach Building Experimental Flow are due September 30, 1996 with the final reports due 31 December 1996.

Mr. Dongoske and Mr. Yeatts attended a meeting, on 15 March 1996, of the signatories to the Programmatic Agreement held at Bilby Hall, Northern Arizona University, Flagstaff. Dr. Signa Larralde chaired the meeting. The meeting participants viewed a video on the stabilization efforts at Palisades produced by the National Park Service. Also during this meeting the Grand Canyon National Park Service reported that they had completed the pre-flood mitigative work at all of the identified archaeological sites. Glen Canyon National Recreation Area also reported that they had completed testing of an archaeological site as a part of their pre-flood mitigative work.

On 08 February 1996, Mr. Kurt Dongoske and Mr. Mike Yeatts met with Dr D. Garrett, Chief, of the Grand Canyon Monitoring and Research Center and with Mr. Roger Anyon, of the Pueblo of Zuni to discuss the concerns of the Hopi and Zuni Tribes in the development of the Research Center. Hopi and Zuni voiced a concern regarding the general past trend to divorce the cultural resources from the larger Glen Canyon Environmental Studies programs which dealt with all the other physical and biological resources in a more integrated fashion. The Hopi and Zuni did not want to see this exclusionary management or research philosophy transferred to the new Research Center. It was also stressed by the Hopi representatives that it is extremely important to integrate the cultural resources into the Research Center and the larger Adaptive Management Program. Additional concerns were expressed that the Native American perspective and concerns need to be an integrated and made a central component to the structure and functioning of the Research Center.

The third objective consists of designing appropriate avoidance measures for the protection of shrines and other areas of traditional importance. Buffer zones may be established according to the relative sensitivity of the individual resource types.

The Hopi Tribe considers all ancestral puebloan archaeological sites to be places of traditional cultural importance and to contain shrines if they represent a habitation site. As such, a considerable amount of effort is expended, toward accomplishing this objective, by the Cultural Preservation Office in reviewing and commenting on the monitoring and suggested remedial action reports generated by the National Park Service. Through this commenting process, the Hopi Tribe communicates their traditional concerns and recommendations for the appropriate management and remedial measures for the protection of these important places.

The fourth objective is to actively develop a Hopi transition monitoring program to assure the effective management and preservation of Hopi sacred sites and resources of traditional importance. Additionally, the Hopi Tribe will assist in the development of an agreement document delineating the proper treatment of human remains as specified under the Native American Graves Protection and Repatriation Act. This will include all proposed monitoring activities associated with the Interim Flows during this transition period and their potential impacts on Hopi traditional cultural properties and sacred places.

Efforts toward achieving this objective was initiated by Mr. Yeatts in conjunction with

the Habitat/Beach Building Experimental Flow. Mr. Yeatts developed and coordinated the Hopi Tribe's research and monitoring of the sand deposition in arroyo mouths at selected sites along the Colorado River corridor. The purpose of this study is to quantify the amount of sediment the Habitat/Beach Building Experimental Flow would deposit in the mouths of the side channel arroyos and whether this sediment deposition would be sufficient to retard the active side channel erosion of archaeological site. On 05 February 1996, Mr. Yeatts and the GCES surveyor performed pre-flood mapping of side channel arroyos at the study site near Lee's Ferry. Between 13 and 22 February 1996, Mr. Yeatts and the GCES surveyors performed pre-flood mapping of 3 side channel arroyos mouths at the study sites downstream of Lee's Ferry. Currently, Mr. Yeatts has performed a preliminary workup of the pre-flood flow data for the Hopi Habitat/Beach Building Experimental Flow research.

Additionally, Mr. Yeatts is planning a Hopi Monitoring River Trip, in conjunction with the Park Service's fall monitoring trip, to evaluate the current condition and status of properties of traditional importance to the Hopi within the Glen and Grand Canyons.

Objective five is to review reports and other technical documentation to assure that a Hopi traditional perspective and the associated concerns are duly considered and additionally to prevent inadvertent public dissemination of privileged and restricted cultural knowledge.

This objective is concurrently achieved through the efforts of the Cultural Preservation Office in participating in the Transition Work Group, all related subgroups, and the review and comment on all reports, and proposals reviewed in conjunction with the Programmatic Agreement or other aspects of the transition period. See above for a detailed accounting of these activities.

The sixth objective is to develop the Hopi/NAU office which will provide education opportunities and support for Hopi students and other students interested in pursuing technical and scientific fields. Coordinate and integrate this program with the development of the Research Center.

Toward this end, Mike Yeatts has been establishing a branch of the Cultural Preservation Office within the Department of Anthropology at Northern Arizona University. Currently, Mr. Yeatts is occupying the office on a part time basis. The office has recently received a phone line, associated parking accommodations, and a computer. Mr. Yeatts continues to establish the general organization of the office and, in conjunction with the Anthropology Department, is developing a draft of an informational brochure which explain the organization, structure, and goals of the Hopi/NAU program. Mr. Yeatts also meets frequently with Dr. Downum and recently attended a class of Dr. Miguel Vasquez where they were establishing a world-wide web page for information about Hopi. Mr. Yeatts also has compiled a list of Hopi and other students who are interested in the Hopi program and has contacted other students via telephone.

Also toward accomplishing this objective on 18 December 1995, Mr. Leigh Jenkins,

Ms. Marilyn Masayesva and Mr. Kurt Dongoske, all of the Cultural Preservation Office met with Dr. Miguel Vasquez and Dr. Christian Downum, NAU Anthropology Department, and Mr. Ivan Sidney, NAU Native American Programs, regarding the CPO/NAU office. Issues discussed were the development of a brochure that would explain the purpose and goals of the NAU/CPO office and its benefits for Native American students. Also discussed was the issue of fund raising. Suggested approaches were donations, scholarships, work study, and internship programs. It was stressed that it is important to get money directly to the student and have students earn college credit for any work study and/or internship programs in which they participate. Mr. Sidney suggested that a meeting be scheduled between the Cultural Preservation Office, the Anthropology Department, Northern Arizona University Scholarship Program, and the Native American Foundation. Mr Jenkins also suggested that it was important to develop the guidelines and requirements for students entering the Hopi CPO/NAU program.

The seventh objective is to review proposals, work plans, intended fieldwork, and review draft and final reports to prevent any potential conflicts described above in the previous objectives.

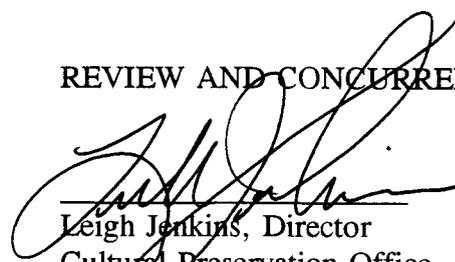
This objective is accomplished through the efforts detailed in objectives 1 through 5. Please see above discussion under these respective objectives for a detailed accounting of efforts and accomplishments achieved during this reporting period.

Additionally, Michael Yeatts completed the final draft of the Little Colorado River Survey Report which was submitted to the Bureau of Reclamation. Mr. Yeatts also generated a revised, desensitized version of this report for potential wider distribution to the scientific community.

Also the Cultural Preservation Office participated in a symposium, entitled "Below the Dam: Cultural Resources and the Colorado River Below Glen Canyon Dam," organized by Dr. Signa Larralde, Bureau of Reclamation, and Jan Balsom, Grand Canyon National Park, and presented at the 61st annual meetings of the Society for American Archaeology in New Orleans, Louisiana. The Hopi Tribe participation in the Glen Canyon Environmental Studies and the Glen Canyon Dam Programmatic Agreement was represented by a paper, entitled "Öngtupka niqw Pisisvayu, Salt Canyon and the Colorado River: The Hopi People and Management of Glen Canyon Dam," and authored by Dr. T.J. Ferguson, Leigh Jenkins, Kurt E. Dongoske, and Michael Yeatts.

The above summarizes the Hopi Tribe's involvement as a Cooperating Agency in the development of the Glen Canyon Dam Environmental Impact Statement as of June 30, 1995. If you should have any questions concerning this progress report or if you need additional information please contact Mr. Leigh Jenkins, Director, or Mr. Kurt Dongoske, Tribal Archaeologist, at 602/734-2441, extension 202, or 602/734-6636.

REVIEW AND CONCURRENCE

 2/31/96

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Cultural Preservation Office
The Hopi Tribe